



OVERVIEW



Columbia Shuswap Regional District ELECTORAL AREA F ISSUES IDENTIFICATION STUDY

August 2023

INTRODUCTION

The *Electoral Area F Issues Identification Study* is now underway in Electoral Area F (North Shuswap) of the Columbia Shuswap Regional District (CSRD). The study sets out to:

- document and explain the local services and local governance system in place in Electoral Area F
- engage residents throughout Area F to understand their concerns with local services or governance, as well as their service and governance needs
- identify, assess and recommend changes the CSRD could make to address the issues and needs brought forward

The study is focused on changes that may be pursued within the existing Regional District system. Municipal incorporation, which would result in a change to the existing system, is outside of the scope of the study and will not be considered.

The study is being undertaken by a team of independent local government consultants with funding from British Columbia's Ministry of Municipal Affairs. In June and July, the consultants researched and documented Area F's current services and system

of local governance. From early August through the end of September, the consultants will be reaching out to connect with residents in different parts of Area F. A series of community engagement events has been planned, including three community open houses and two information booths — full details are listed later in this *Overview*. A study website (csrd.civilspace.io) hosts all information and materials produced for the study, as well as the events calendar and study announcements. Regular updates will be given through CSRD social media channels and in the *North Shuswap Kicker*. Finally, an online survey for all Area F residents can be completed on the study website until the end of September.

Based on the input gathered through the engagement process, the consultants will identify and assess possible changes to services and governance. A study report, complete with recommendations, will be presented to the CSRD Board and Ministry of Municipal Affairs in November.

WHAT'S INSIDE

This *Overview* provides information on the current local services and governance in the North Shuswap. The booklet covers four themes:

- local government today
- local services
- system of local governance
- cost to taxpayers

Details on how to get involved are included, as are questions for residents to consider.

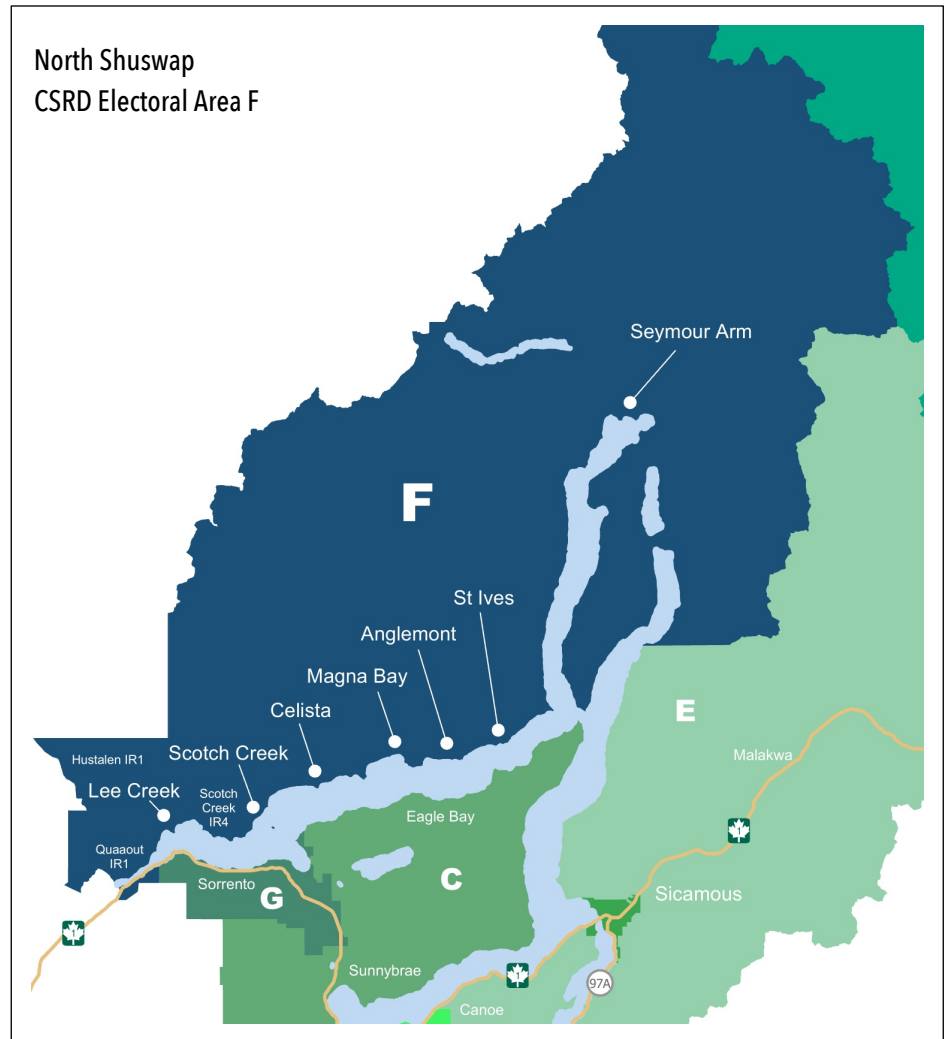
LOCAL GOVERNMENT TODAY

Electoral Area F is a collection of unincorporated communities located along the north shore of Shuswap Lake on the traditional and unceded territory of the Secwépemc People. The list of communities begins with Lee Creek at the far west end of Area F. To the east are Scotch Creek, Celista, Magna Bay, Anglemont, St. Ives and Seymour Arm. The local government for the entire Electoral Area is the CSRD.

Regional districts are federations of unincorporated electoral areas and incorporated municipalities. In the CSRD there are seven electoral areas, including Electoral Area F, and four municipalities — the City of Salmon Arm, City of Revelstoke, District of Sicamous, and Town of Golden. The Secwépemc Nation is not part of or governed by the CSRD.

At their core, regional districts exist to provide local government services in response to the needs of their members. Three types of services are provided by each regional district, including:

- basic local services provided to electoral areas — that is, to unincorporated communities for which the regional district is the local government
- region-wide services provided to all electoral areas and municipalities within the regional district
- sub-regional services provided to different combinations of municipalities and electoral areas that choose to receive the services



LOCAL SERVICES

The CSRD, as the local government for Electoral Area F, is the primary local service provider to residents. In total, the Regional District provides 37 services:

- *Local* — Fourteen of the services are basic local services unique to Area F. Some of these services are provided only within specified parts of the Electoral Area — street lighting, mosquito control and water systems are examples. Other local services are provided to, and paid for by, residents across the entire Electoral Area. The Area F community parks service is one example.
- *Region-wide* — Four CSRD services are provided throughout the entire Regional District to all municipalities and electoral areas, including Electoral Area F. Emergency 911, recycling and general administration are examples.

- *Sub-Regional* — Nineteen services are sub-regional in nature, provided to Electoral Area F and at least one other jurisdiction of the CSRD. Examples include development services, Shuswap Tourism, milfoil control and bylaw enforcement.

The CSRD is the primary local service provider for Area F, but not the sole provider. In all unincorporated areas of British Columbia, including North Shuswap, local roads and policing are provided by the provincial government. The province also operates several provincial parks — Scotch Creek, Silver Beach, Tsutswecw, Pukeashun and Antsey Hunakwa Parks are examples in Area F — and runs a number of recreation sites. Finally, the province provides ambulance, education and health care.

Over 50 private water systems exist in North Shuswap, including Caravans West Owners Association System and the Scotch Creek Cottages Water System. These systems are provided to neighbourhoods that are not connected to one of the CSRD's three public water systems in Area F.

LOCAL GOVERNANCE

Board of Directors

Every regional district is governed by a board with two types of directors:

- electoral area directors, each of whom is elected directly for a four-year term by voters in their electoral area
- municipal directors, each of whom is a member of a municipal council, appointed by the council to the regional board on an annual basis

Every municipality and electoral area is assigned a specific voting strength based on its population size and the regional district's voting unit. In the CSRD, the current voting unit is 2,500 people, which means that each jurisdiction receives one vote for every 2,500 residents (or portion thereof), including people who live on Frist Nations Reserves. For municipalities, the resulting voting strength is divided by five to determine the number of directors appointed to the board.

The CSRD Board consists of 12 directors, including one from Electoral Area F, one from each of the other six electoral areas, one from the District of Sicamous, one from the Town of Golden, one from the City of Revelstoke and two from the City of Salmon Arm. Figure 1 shows the breakdown of the Board today. Figure 2 shows the number of directors and voting strength for each jurisdiction.

Voting Rules

In municipalities, voting rules are simple: each member of the municipal council, including the mayor, votes on every question and receives one vote. Voting rules in regional districts are much different. Some decisions are made by the entire board of directors; others are made by only the directors from the jurisdictions that receive the particular service.

Decisions that involve all directors are made using *corporate votes*, of which there are two types:

- *Corporate Unweighted Votes* — These votes are those in which every director votes, and every director receives one vote. They are used to establish new services, make bylaws to exercise a regulatory authority, set rules to govern the conduct of the board's business, and take certain other actions.

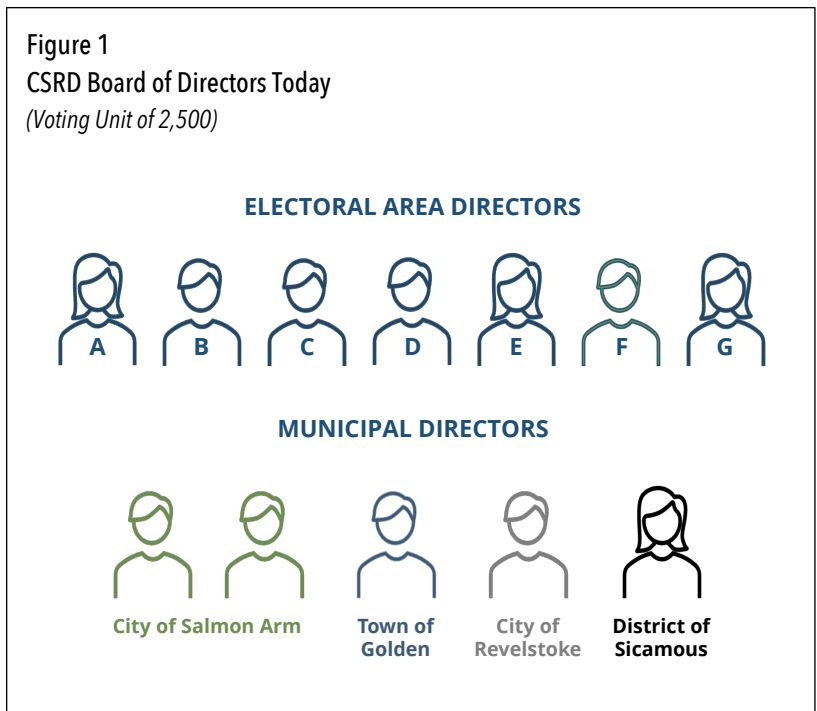


Figure 2
Voting Strength for RDCO Jurisdictions
(Voting unit of 2,500; 2021 Census)

Jurisdiction	Population	Directors	Strength
Electoral Area A	3,325	1	2
Electoral Area B	663	1	1
Electoral Area C	3,245	1	2
Electoral Area D	4,491	1	2
Electoral Area E	1,388	1	1
Electoral Area F	3,611	1	2
Electoral Area G	5,719	1	3
District of Sicamous	2,613	1	2
Town of Golden	3,986	1	2
City of Revelstoke	8,275	1	4
City of Salmon Arm	19,705	2	8
Total	57,021	12	29

- *Corporate Weighted Votes* — Corporate weighted votes are used to buy and sell property, pass budgets and approve borrowing. All directors vote on these matters but receive different numbers of votes based on their jurisdictions' voting strength.

Decisions on services in which only a portion of the region's jurisdictions participate are made using *stakeholder votes*. These votes are used to make decisions, including those to create bylaws, to guide the administration and operation of a service. Directors from all participating jurisdictions — i.e., stakeholder jurisdictions — are entitled to vote; others are not. All stakeholder votes are weighted, with directors receiving different numbers of votes based on their jurisdictions' voting strength.

When there is only one jurisdiction in a regional district service, decisions are made by the entire board of directors. This rule applies to decisions on services that are provided only to Electoral Area F, or to a portion of the Area. Decisions on each of the CSRD's three water systems in Area F fall under this rule.

Decisions for Electoral Area F

Taken together, the communities of Area F receive 37 different services from the CSRD. As noted earlier, 14

of these services are local, provided only within Electoral Area F. Four are region-wide and 19 are sub-regional in nature. The regional district voting rules mean that every decision involving a service in Electoral Area F involves directors from at least one other jurisdiction. In region-wide services, and on corporate decisions (e.g., for budgets, service establishment) that involve the entire board, directors from all jurisdictions have a say.

The voting rules in place in CSRD apply to all regional districts in the province. The rules are not unique to the North Shuswap the CSRD.

Citizen Advisory Bodies

Residents of the North Shuswap are represented at the Board table by the Electoral Area F Director. Residents may also have opportunities for direct involvement in decision-making through citizen advisory bodies. Two such bodies

THE STUDY

The Electoral Area F Issues Identification Study seeks to understand the views of residents related to local services and governance in the North Shuswap communities.

Community engagement will occur throughout August and September 2023. Three open houses and two information booths are scheduled; all information materials along with an online survey are available for review at csrd.civilspace.io. (See later in this *Overview* for all details.)

Based on the feedback received, the study consultants will identify options that may be pursued, within the current Regional District system, to address concerns and interests raised. Recommended changes, emerging from an assessment of the options, will be presented to the CSRD and the Ministry of Municipal Affairs in the consultants' final report for release in November.

— the Area F Advisory Planning Commission (APC) and the Area F Community Parks Advisory Committee (PAC) — were placed on hold during the pandemic, but are expected to be reactivated soon. The APC provides advice to the CSRD on regional and local land use planning matters. The PAC advises the Board on a range of matters related to local parks in the Area. Residents will be able to apply to join one of these committees once they are active.

COST TO TAXPAYERS

Unlike municipalities, which collect and allocate general revenues to their services, regional districts must account for each individual service separately. The full cost (including a portion of overhead) to provide each service must be shown as a separate item, and must be recovered using revenue generated specifically for that service, and only that service. The full cost of providing fire protection, for example, must be raised through the fire protection service. Revenues raised for fire protection may only be used to fund the delivery of the fire service.

Local government services are funded using three main sources of revenue:

- property taxes, including property value taxes (based on property assessments) and property parcel taxes
- user fees, such as utility charges
- grants from other orders of government

Property value taxes are the most common revenue source for local services in the CSRD (and all other regional districts).

Figure 3 at the back of the booklet presents the 2023 residential property taxes. The left-hand column under the first subtitle lists all of the Regional District services. Most of the services are provided not only to the North Shuswap but to other jurisdictions in the region as well. For each service the total property tax revenue collected in Area F is listed — \$2.19 million in 2022. Also listed is the tax paid by a representative Area F residential property assessed at \$515,000

Six services are identified under the second subtitle (top right column) as Local Service Areas. These services are provided only to certain parts of Electoral Area F. Some of the services are funded by parcel taxes; others include user fees. The services provided

by the provincial government are listed next, followed by services provided by other agencies, including the Regional Hospital District (an agency that raises tax revenue to help pay for new health care facilities).

HOW TO GET INVOLVED

The CSRD is working to ensure that all Area F residents have the opportunity to learn about local governance and services, to ask questions, and to voice their concerns, issues and/or interests. Through the independent consultants, the Regional District is providing several opportunities for residents to get involved.

In Person

Three Community Open Houses and two information booths are scheduled for late August and September:

- **Information Booth**
Seymour Arm Outdoor Market
Saturday, August 26, 10:00 am
- **Information Booth**
Scotch Creek Farm and Craft Market
Sunday, August 27, 9:00 am
- **Open House**
North Shuswap Hall (Celista)
Wednesday, September 6, 6:00 pm
- **Open House**
Scotch Creek Hall (Scotch Creek)
Thursday, September 7, 6:00 pm
- **Open House**
Lakeview Centre (Anglemont)
Thursday, September 26, 6:00 pm

Doors will open at 6:00 pm at each of the Open Houses. Poster boards and handouts will be available to review from 6:00 pm to 6:30 pm; the consultants will be on hand to answer questions and participate in discussions. At 6:30 pm, the consultants will make a presentation followed by a Q&A session.

The same information will be presented at each of the events. Residents are encouraged to attend the event that best suits their schedules.

Website

Go to csrd.civilspace.io for the link click to the Area F Issues Identification Study. All materials produced by the consultants are provided on the site. Residents may register on the site for study updates, and submit questions to the consultants.

Survey

Also on the website is an **Online Survey** to collect residents' views on governance and services. The survey will be available throughout August and September (September 30 is the end date). Feedback provided will be summarized and presented in the study report, and will help to inform the consultants' recommendations to the CSRD Board.

QUESTIONS TO CONSIDER

This *Overview* is intended to foster an understanding of, and encourage reflection on, local governance and service provision in Electoral Area F today. To assist with reflection, consider the following questions:

- Does the North Shuswap receive all the local services it needs? Are there some that should be added or dropped?
- Are current service levels appropriate? Are there existing levels that should be enhanced or reduced?
- In general, do you feel that you receive good value for the property taxes you pay?
- Do you have concerns with any specific services? Which one(s)?
- Do you think that Area F residents have sufficient input into, and influence over, decisions on services they receive?
- In all regional districts, decision-making authority is shared (along with service costs) with other jurisdictions that receive the services. Given this reality, is the involvement of other CSRD jurisdictions in North Shuswap service decisions a concern?
- What could the Regional District do to help address your local government service and governance concerns?



Figure 3
2023 Property Taxes – Representative North Shuswap Residence

Denotes Region-wide Service

Denotes Parcel Tax

1. Electoral Area F Services (Area Wide)

	Property Tax per \$515,000 residence	Total Recovered from Area F
Emergency Services		
Emergency 911 Telephone	\$4.27	\$21,093
Shuswap Emergency Preparedness	\$11.23	\$55,564
Shuswap Search and Rescue (Grant-in-aid)	\$3.86	\$19,155
Planning & Development		
Development Services	\$55.88	\$276,677
Special Projects	\$1.49	\$7,442
Bylaw Enforcement	\$21.01	\$104,065
House Numbering	\$1.44	\$7,181
GIS/Mapping	\$14.94	\$73,945
Economic Development		
Shuswap Economic Development	\$15.30	\$75,629
Shuswap Tourism	\$11.43	\$56,592
Film Commission	\$0.72	\$3,524
Area F Tourism Promotion (NS Chamber)	\$5.15	\$25,500
Parks and Trails		
Electoral Area F Community Parks	\$89.92	\$445,091
Rail Trail Corridor	\$2.52	\$12,483
Environmental Services		
Solid Waste - Recycling	\$25.54	\$126,327
Milfoil Control Program	\$9.01	\$44,681
Weed Control & Enforcement	\$3.35	\$16,639
Shuswap Watershed Council	\$9.02	\$40,788
Community Services		
North Shuswap Health Centre (Grant-in-aid)	\$20.75	\$102,852
Shuswap SPCA (Grant-in-aid)	\$0.57	\$2,901
EA Grants-in-aid	\$13.85	\$68,500
Okanagan Regional Library	\$49.59	\$245,390
Administration		
General Government Administration	\$43.93	\$217,393
Electoral Area Administration	\$25.90	\$128,185
Feasibility Studies (Regional)	\$0.62	\$2,996
Feasibility Studies (Electoral Areas)	\$2.01	\$8,740
Subtotal for area-wide taxes	\$443.32	\$2,189,333

2. Local Service Areas

	Property Tax per \$515,000 residence	Total Recovered from Area F
Area F First Responders (Grant-in-Aid)	\$6.23	\$27,540
Area F Sub-regional Fire Protection	\$192.82	\$853,032
Area F Building Inspection	\$27.71	\$107,189
Mosquito Control (Scotch/Lee Creek)	\$23.54	\$44,060
North Shuswap LWMP	\$6.93	\$28,000
Seymour Arm LWMP	\$7.65	\$3,700
Dangerous Dog Control *	\$1.00	\$4,178
St. Ives Street Lighting	\$29.25	\$4,280 *
Anglemont Waterworks	\$547.77	\$605,800
Cottonwood Waterworks	\$319.50	\$53,124
Saratoga Waterworks	\$246.46	\$24,822

* Dangerous Dog Control service taxes are applied to improvements only (assumed to be 50% of assessed value)

3. CSRD Water System User Fees

Anglemont Waterworks	\$700.00	\$408,750
Cottonwood Waterworks	\$204.00	\$35,648
Saratoga Waterworks	\$663.00	\$94,764

* User fees would not normally be included on a property tax bill, but are shown here

4. Provincial Services

Police Tax	\$29.66	\$146,849
Rural Tax	\$175.10	\$866,815
School Tax	\$755.45	\$3,739,797
Surveyor of Taxes *	\$23.27	\$102,057
Subtotal for provincial service taxes	\$983.49	\$4,855,518

* Plus 5.25% of local service area taxes

5. Other Agencies

Regional Hospital District	\$155.64	\$770,471
Municipal Finance Authority	\$0.10	\$510
BC Assessment Authority	\$17.30	\$85,662
Subtotal for agency taxes	\$173.05	\$856,643



csrd.civilspace.io

Quick Link to Survey

